discussed, including the negative income tax and family allowances.

Perhaps the most insightful chapter, which reflects Kershaw's previous experience with OEO, focuses on evaluation and planning in the war on poverty. Noting a few cases where these had a significant impact, such as in the design and implementation of the Follow-Through program to give a more lasting impact to Head Start, Kershaw nevertheless feels that planning has been notably absent and that evaluation has improved but not drastically changed the methods of public policy formation.

In conclusion, Kershaw emphasizes the institutional impact of the program, giving the poor more of a voice at the grass roots level. He decries the earmarking of CAP funds for national programs and the 1967 congressional decision requiring community action agencies to be accountable to state and local governments. But, most of all, he sees the problem of the "war on poverty" as a lack of resources. If poverty program budgets could be multiplied several-fold, Kershaw believes a real dent could be made in the problems of poverty.

Significant changes have occurred since the book was written, dating many of its conclusions and certainly bringing into question its overall tone of optimism for the self-help, community organization approach underlying the EOA. For one thing, the last two or three years have witnessed an increase in the number of poor in this country, a phenomenal rise in welfare loads and resulting public discontent over spiraling costs. Work incentive programs and other welfare reforms have been proposed. Drastic steps have been taken at the state and local level to weed out welfare cheaters, and Congress is considering a bill to require work by all AFDC recipients whose children are older than six. One of the most pressing issues of our time is determining who should be made or induced to work and how. Kershaw's discussion of a "humane" welfare system seems rather naive in light of these critical problems which are now recognized by almost everyone.

The author was on the side of the angels when he recommended a public employment program to serve the disadvantaged. But public policy has moved in this direction under the Emergency Employment Act of 1971. Theoretical arguments as presented in *Government Against Poverty* are now rather superfluous. Similarly, his arguments for family planning, which he did much to bring before the public, are now well-known, and a massive birth control program is a reality. Theory should now give way to actual measurements of impact and cost-effectiveness.

The discussion of the impact of evaluation and planning has also dated somewhat. Both have been accepted as valuable but not glamorous components of public policy-making.

All this is not a criticism of Kershaw's analysis. If his book had come out in 1967 instead of 1970, it would have reflected and had an impact on current thinking. Today, however, it is mostly of value to the historian of public policy who would like to know what kind of ideas led us down the road to where we are today, and is less concerned with where we stand or where we are going.

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FAMILY PLANNING

Perspectives

Index Volume 4, 1972

Subject Index

Abortion

Abortion Counseling and Behavioral Change, B. Dauber, M. Zalar and P. J. Goldstein, No. 2, p. 23.

Abortion: Odyssey of an Attitude, A. Guttmacher, Com. & Con., No. 4, p. 5.

Public Opinion Trends: Elective Abortion and Birth Control Services to Teenagers, see **KAP.**

Birth Control and the Private Physician, see **KAP.**

Growth Report to Nixon, see **Population.**

Has Legal Abortion Contributed to U.S. Birth Dearth?, see **Population.**

Is Abortion Black Genocide?, see **Blacks.**

New Legal Breakthroughs, see **Legal Aspects.**

Planned Parenthood Services for the Young Teenager, see **Minors.**

Polling Americans on Birth Control and Population, see **KAP.**

Population and the American Future: The Commission's Final Report, see **Population.**

Should Abortions Be Performed in Doctors' Offices?, S. Neubardt and H. M. M. Tovell, No. 3, p. 4.

Birth Control Methods:

See **Abortion, Condoms, Intrauterine Devices, Sterilization;** also **Research: Biomedical.**

Blacks

Is Abortion Black Genocide?, M. Treadwell, Com. & Con., No. 1, p. 4.

Clinical Guidelines

Abortion Counseling and Behavioral Change, see **Abortion.**

Should Abortions Be Performed in Doctors' Offices?, see **Abortion.**

Communications

Can Mass Media Advertising Increase Contraceptive Use?, J. R. Udry, L. T. Clark, C. L. Chase and M. Levy, No. 3, p. 37.

A Family Planning Glossary, Committee on Terminology of the National Family Planning Forum, No. 3, p. 34.

A Philatelic View, E. A. Golda, Com. & Con., No. 4, p. 7.

Stamp of Approval, Com. & Con., No. 1, p. 5.

Condoms

Condoms — A New Look, P. Harvey, No. 4, p. 27.

Education

Family Planning Goals and Social Work Roles, see **Social Work.**

Marriage under Analysis, Bk. Revs. of: *The Social Context of Marriage,* J. R. Udry. Rev. by G. Meier, No. 2, p. 63.

Population in the Classroom, Bk. Rev. of: *This Crowded World: An Introduction to the Study of Population,* L. B. Frankel; *Population,* R. J. Lowenherz; *A Good Life for More People — The Yearbook of Agriculture 1971,* U. S. Government Printing Office. Rev. by D. L. Millstone, No. 2, p. 62.

The Social Worker in Family Planning, see **Social Work.**

Student Printing Presses Bring Birth Control Story to Colleges, Bk. Revs. of: *Birth Control, Abortion and Venereal Disease: A Guide for the Boston University Student,* L. Thurston; *Birth Control Handbook,* D. Cherniak and A. Feingold; *The Boulder Birth Control Handbook,* D. Schoen; *Elephants and Butterflies and Contraceptives,* R. Mier, D. Rollins, T. Blush and T. Crist; *A Guide to Contraception and Abortion,* R. K. Beach and M. L. Schwartz; *How to Have Intercourse Without Getting Screwed,* L. K. Hansen, B. Garner and D. Hilton; *How to Take the Worry Out of Being Close — An Egg and Sperm Handbook,* M. J. Gray and R. W. Gray; *The Loving Book,* J. Trussell and S. Chandler; *Sex and the Yale Student,* R. Feller, E. Fox and P. Schwartz; *Sex Information,* K. L. Jones, L. W. Shainberg and C. O. Byer; *Sex Is Never an Emergency,* E. C. Pierson. Rev. by T. Crist, No. 1, p. 60.

Talking about Sex to Teens, Bk. Revs. of: *Sex Before Twenty,* H. Southard; *Teen-Age Sex Counselor,* B. Y. Glassberg; *Sex: Telling It Straight,* E. W. Johnson; *A Teenager's Guide to Life and Love,* B. Spock. Rev. by W. R. Johnson, No. 1, p. 62.

Teenagers, Sex and Contraception, see **Minors.**

Texts for Nurses, see **Manpower Needs and Training.**

Evaluation of Program

Abortion Counseling and Behavioral Change, see **Abortion.**

Can Mass Media Advertising Increase Contraceptive Use?, see **Communications.**

Family Planning in 19 Rural Counties, see **Rural Programs.**

How Can Family Planning Programs Delay Repeat Teenage Pregnancies?, see **Minors.**

How States are Using Title IV-A to Finance Family Planning Services, see **State Programs.**

Is There Family Planning after Birth?, Bk. Rev. of: *Post-partum Family Planning: A Report on the International Program,* G. I. Zatuchni. Rev. by D. H. Minkler, No. 1, p. 61.

Paying for It, see **Family Planning Programs.**

Planned Parenthood Services for the Young Teenager, see **Minors.**

State Administration and Financing of Family Planning Services, see **State Programs.**

Family Planning Programs

Abortion Counseling and Behavioral Change, see **Abortion.**

Family Planning in 19 Rural Counties, see **Rural Programs.**

Family Planning Policy Development in North Carolina: Weak Tea, A. R. Measham, No. 2, p. 47.

Family Planning, Yes! . . . but . . ., see **KAP.**

How Can Family Planning Programs Delay Repeat Teenage Pregnancies?, see **Minors.**

Is There Family Planning after Birth?, see **Evaluation of Program.**

Paying for It, Bk. Rev. of: *Incentives and Compensations in Birth Planning* by E. Pohlman. Rev. by N. H. Wright, M.D., No. 3, p. 62.

Planned Parenthood Services for the Young Teenager, see **Minors.**

Fertility

Has Legal Abortion Contributed to U.S. Birth Dearth?, see **Population.**

Low-Income Families: Fertility Changes in the 1960s, F. S. Jaffe, No. 1, p. 43.

The Modernization of U.S. Contraceptive Practice, see **KAP.**

Population and the American Future: The Commission's Final Report, see **Population.**

Government Programming, Policy and Funding

Family Planning Policy Development in North Carolina: Weak Tea, see **Family Planning Programs.**

Financing Fertility-Related Health Services in the United States, 1972-1978: A Preliminary Projection, C. F. Muller and F. S. Jaffe, No. 1, p. 6.

FY 1973 Budget, Com. & Con., No. 1, p. 5.

Growth Report to Nixon, see **Population.**

How States are Using Title IV-A to Finance Family Planning Services, see **State Programs.**

Medicaid, Past and Future, J. I. Rosoff, No. 3, p. 26.

Population and the American Future: The Commission's Final Report, see **Population.**

State Administration and Financing of Family Planning Services, see **State Programs.**

Health

Financing Fertility-Related Health Services in the United States, see **Government Programming, Policy and Funding.**

The Health and Social Consequences of Teenage Childbearing, see **Minors.**

Illegitimacy

Stigmatized from Birth, Bk. Rev. of: *Illegitimacy: Law and Social Policy,* H. D. Krause. Rev. by Cutright, No. 4, p. 58.

Intrauterine Devices (IUD)

Some Books about IUDs, Bk. Revs. of: *Intrauterine Devices for Contraception,* H. J. Davis, M.D.; *IUD Performance Patterns — Geographic Series Numbers 1 through 5,* R. P. Bernard, M.D.; *Intrauterine Contraceptive Devices — A Compilation of Devices,* F. Shubeck, R. Belsky, T. J. Lardner, W. J. Shack and P. Y. Tam. Rev. by S. Lewit, No. 2, p. 61.

Knowledge, Attitudes, Practice (KAP)

Public Opinion Trends: Elective Abortion and Birth Control Services to Teenagers, R. Pomeroy and L. C. Landman, No. 4, p. 44.

The Acceptability of Contraceptive Sterilization among U.S. Couples: 1970, see **Sterilization.**

Birth Control and the Private Physician, M.A. Silver, No. 2, p. 42.

Can Mass Media Advertising Increase Contraceptive Use?, see **Communications.**

Family Planning Goals and Social Work Roles, see **Social Work.**

Family Planning, Yes! . . . but . . ., D. L. Millstone, No. 1, p. 20.

Is Abortion Black Genocide?, see **Abortion.**

Marriage under Analysis, see **Education.**

The Modernization of U.S. Contraceptive Practice, C. F. Westoff, No. 3, p. 9.

Paying for It, see **Family Planning Programs.**

Polling Americans on Birth Control and Population, G. Lipson and D. Wolman, No. 1, p. 39.

Sexual Experience of Young Unmarried Women in the United States, see **Minors.**

Should Abortions Be Performed in Doctors' Offices?, see **Abortion.**

The Teenage Sexual Revolution and the Myth of an Abstinent Past, see **Minors.**

Teenagers, Sex and Contraception, see **Minors.**

Legal Aspects

New Legal Breakthroughs, Com. & Con., No. 2, p. 8.

Manpower Needs and Training

Agriculture Aides: A New Manpower Resource?, J. Brand, No. 1, p. 48.

Birth Control and the Private Physician, see **KAP.**

Family Planning Goals and Social Work Roles, see **Social Work.**

The Social Worker in Family Planning, see **Social Work.**

Texts for Nurses, Bk. Revs. of: *Maternal and Child Health Nursing*, A. J. Ingalls and M. C. Salerno; *Basic Maternity Nursing*, P. M. Hamilton; *Maternity Nursing – A Textbook for Practical Nurses*, I. J. Bleier; *A Textbook for Midwives*, M. Myles; *An Insight into Health Visiting*, M. K. Chisholm. Rev. by M. T. Manisoff, No. 4, p. 58.

Minors

Public Opinion Trends: Elective Abortion and Birth Control Services to Teenagers, see **KAP.**

The Health and Social Consequences of Teenage Childbearing, J. Menken, No. 3, p. 45.

How Can Family Planning Programs Delay Repeat Teenage Pregnancies?, F. F. Furstenberg, Jr., G. S. Masnick and S. A. Ricketts, No. 3, p. 54.

Planned Parenthood Services for the Young Teenager, E. A. House and S. Goldsmith, No. 2, p. 27.

Sexual Experience of Young Unmarried Women in the United States, J. F. Kantner and M. Zelnik, No. 4, p. 9.

Student Printing Presses Bring Birth Control Story to Colleges, see **Education.**

Talking about Sex to Teens, see **Education.**

Teenagers, Sex and Contraception, S. Goldsmith, M. O. Gabrielson, I. Gabrielson, V. Mathews and L. Potts, No. 1, p. 32.

The Teenage Sexual Revolution and the Myth of an Abstinent Past, P. Cutright, No. 1, p. 24.

Patient Recruitment and Retention

Abortion Counseling and Behavioral Change, see **Abortion.**

Can Mass Media Advertising Increase Contraceptive Use?, see **Communications.**

Family Planning in 19 Rural Counties, see **Rural Programs.**

How Can Family Planning Programs Delay Repeat Teenage Pregnancies?, see **Minors.**

Is There Family Planning after Birth?, see **Family Planning Programs.**

Paying for It, see **Family Planning Programs.**

Personalities

Kinsey: Tragic Destiny, Bk. Revs. of: *Dr. Kinsey and the Institute for Sex Research*, W. B. Pomeroy; *Kinsey: a Biography*, C. V. Christenson. Rev. by E. M. Brecher, No. 3, p. 61.

A Man of Many Parts, Bk. Rev. of: *Up and Down and Around*, C. Canfield. Rev. by A. F. Guttmacher, No. 1, p. 63.

Planning of Program

Abortion Counseling and Behavioral Change, see **Abortion.**

Family Planning, Yes! . . . but . . . , see KAP.

Financing Fertility-Related Health Services in the United States, 1972-1978: A Preliminary Projection, see **Government Programming, Policy and Funding.**

Planned Parenthood Services for the Young Teenager, see **Minors.**

Population

The Ehrlichs – Pro and Con, J. P. Holdren, R. Revelle, No. 2, p. 2.

Growth Report to Nixon, Com. and Con., No. 2, p. 9.

Has Legal Abortion Contributed to U.S. Birth Dearth?, Com. and Con., No. 2, p. 7.

The Health and Social Consequences of Teenage Childbearing, see **Minors.**

Low-Income Families: Fertility Changes in the 1960s, see **Fertility.**

Polling Americans on Birth Control and Population, see **KAP.**

Population and the American Future: The Commission's Final Report, R. Lincoln, No. 2, p. 10.

Population in the Classroom, see **Education.**

Poverty

Agriculture Aides: A New Manpower Resource?, see **Manpower Needs and Training.**

An Unfortunate Anachronism, Bk. Rev. of: *Government Against Poverty*, J. A. Kershaw. Rev. by R. Taggart, No. 4, p. 60.

Low-Income Families: Fertility Changes in the 1960s, see **Fertility.**

Preventive Medicine?, see **Sterilization.**

Private Physicians

Birth Control and the Private Physician, see **KAP.**

Family Planning in 19 Rural Counties, see **Rural Programs.**

Should Abortions be performed in Doctors' Offices?, see **Abortion.**

Public Assistance

Family Planning Policy Development in North Carolina: Weak Tea, see **Family Planning Programs.**

Financing Fertility-Related Health Services in the United States, 1972-1978: A Preliminary Projection, see **Government Programming, Policy and Funding.**

Medicaid, Past and Future, see **Government Programming, Policy and Funding.**

State Administration and Financing of Family Planning Services, see **Government Programming, Policy and Funding.**

Religious Attitudes

New Catholic Hospital Code, C. E. Curran, No. 3, p. 7.

Research: Biomedical

Contraceptive Research: A Male Chauvinist Plot?, S. J. Segal, No. 3, p. 21.

Research in Reproduction, Bk. Revs. of: *Reproductive Endocrinology*, W. J. Irvine (ed.); *Control of Human Fertility*, E. Diczfalusy and U. Borell (eds.); *Pathways to Conception: The Role of the Cervix and the Oviduct in Reproduction*, A. I. Sherman (ed.); *Fertility Disturbances in Men and Women*, C. A. Joel (ed.); *Current Problems in Fertility*, A. Ingelman-Sundberg and N. Lunell (eds.). Rev. by A. L. Southam, No. 3, p. 64.

Some Books about IUDs, see **IUD.**

Rural Programs

Family Planning in 19 Rural Counties, L. K. Knauff, No. 3, p. 13.

Social Work

Family Planning Goals and Social Work Roles, B. Greenblatt, No. 1, p. 54.

The Social Worker in Family Planning, Bk. Revs. of: *Family Planning: Readings and Case Materials*, F. Haselkorn (ed.); *Population Dynamics and Family Planning – A New Responsibility for Education for Social Work Education*, K. A. Kendall (ed.). Rev. by H. H. Perlman, No. 3, p. 61.

State Programs

Family Planning Policy Development in North Carolina: Weak Tea, see **Family Planning Programs.**

How States are Using Title IV-A to Finance

Family Planning Services, D. Fisher and J. I. Rosoff, No. 4, p. 31.

Medicaid, Past and Future, see **Government Programming, Policy and Funding.**

State Administration and Financing of Family Planning Services, D. Weinberg, No. 2, p. 32.

Sterilization

Beating the Drum for Vasectomy, Bk. Revs. of: *Foolproof Birth Control,* L. Lader; *Sex Without Babies,* H. C. Wood; *Vasectomy,* J. J. Fried; *Vasectomy, Manhood and Sex,* G. Kasirsky; *The Vasectomy Manual,* P. J. Gillette. Rev. by W. C. Rogers, M.D., No. 4, p. 56.

Birth Control and the Private Physician, see **KAP.**

Preventive Medicine?, Com. and Con., No. 1, p. 5.

The Acceptability of Contraceptive Sterilization among U.S. Couples: 1970, H. B. Presser and L. L. Bumpass, No. 4, p. 18.

Women

Feminism and the Status of Women, Bk. Revs. of: *The Female Eunuch,* G. Greer; *Indicators of Trends in the Status of American Women,* A. L. Ferriss; *Man's World, Woman's Place: A Study in Social Mythology,* E. Janeway; *The Liberated Woman and Other Americans,* M. Decter. Rev. by H. B. Presser, No. 2, p. 59.

To S. F.: My God, We've Been Telling You!, E. Moore, Com. & Con., No. 1, p. 2.

Author Index

Brand, J., Agriculture Aides: A New Manpower Resource?, No. 1, p. 48.

Brecher, E. M., Bk. Rev., Kinsey: Tragic Destiny, No. 3, p. 61.

Bumpass, L. L., see Presser, H. B.

Chase, C. L., see Udry, J. R.

Clark, L. T., see Udry, J. R.

Committee on Terminology of the National Family Planning Forum, A Family Planning Glossary, No. 3, p. 34.

Crist, T. and Starnes, L., Bk. Rev., Student Printing Presses Bring Birth Control Story to Colleges, No. 1, p. 60.

Curran, C. E., New Catholic Hospital Code, No. 3, p. 7.

Cutright, P., The Teenage Sexual Revolution and the Myth of an Abstinent Past, No. 1, p. 24, and Stigmatized from Birth, No. 4, p. 58.

Dauber, B., Zalar, M. and Goldstein, P. J., Abortion Counseling and Behavioral Change, No. 2, p. 23.

Fisher, D. and Rosoff, J. I., How States Are Using Title IV-A to Finance Family Planning Services, No. 4, p. 31.

Furstenberg, F. F., Jr., Masnick, G. S. and Ricketts, S. A., How Can Family Planning Programs Delay Repeat Teenage Pregnancies?, No. 3, p. 54.

Gabrielson, I., see Goldsmith, S.

Gabrielson, M. O., see Goldsmith, S.

Golda, E. A., A Philatelic View, No. 4, p. 7.

Goldsmith, S., Gabrielson, M. O., Gabrielson, I., Mathews, V. and Potts, L., Teenagers, Sex and Contraception, No. 1, p. 32.

Goldsmith, S., see House, E. A.

Goldstein, P. J., see Dauber, B.

Greenblatt, B., Family Planning Goals and Social Work Roles, No. 1, p. 54.

Guttmacher, A. F., Bk. Rev., A Man of Many Parts, No. 1, p. 63, and Abortion: Odyssey of an Attitude, Com. & Con., No. 4, p. 5.

Harvey, P. Condoms—A New Look, No. 4, p. 27.

House, E. A. and Goldsmith, S., Planned Parenthood Services for the Young Teenager, No. 2, p. 27.

Jaffe, F. S., Low-Income Families: Fertility Changes in the 1960s, No. 1, p. 43; also see Muller, C. F.

Johnson, W. R., Bk. Rev., Talking about Sex to Teens, No. 1, p. 62.

Kantner, J. F. and Zelnik, M., Sexual Experience of Young Unmarried Women in the United States, No. 4, p. 9.

Knauff, L. K., Family Planning in 19 Rural Counties, No. 3, p. 13.

Landman, L. C., see Pomeroy, R.

Levy, M., see Udry, J. R.

Lewit, S., Bk Rev., Some Books about IUDs, No. 2, p. 61.

Lincoln, R., Population and the American Future: The Commission's Final Report, No. 2, p. 10.

Lipson, G. and Wolman, D., Polling Americans on Birth Control and Population, No. 1, p. 39.

Manisoff, M. T., Bk. Rev., Texts for Nurses, No. 4, p. 58.

Masnick, G. S., see Furstenberg, F. F., Jr.

Mathews, V., see Goldsmith, S.

Measham, A. R., Family Planning Policy Development in North Carolina: Weak Tea, No. 2, p. 47.

Meier, G., Bk. Rev., Marriage under Analysis, No. 2, p. 63.

Menken, J., The Health and Social Consequences of Teenage Childbearing, No. 3, p. 45.

Millstone, D. L., Family Planning, Yes! . . . but . . . , No. 1, p. 20, and Bk. Rev., Population in the Classroom, No. 2, p. 62.

Minkler, D., Bk. Rev., Is There Family Planning after Birth?, No. 1, p. 61.

Moore, E., To S. F.: My God, We've Been Telling You!, Com. & Con., No. 1, p. 2.

Muller, C. F., and Jaffe, F. S., Financing Fertility-Related Health Services in the United States, 1972-1978: A Preliminary Projection, No. 1, p. 6.

Neubardt, S., and Tovell, H. M. M., Should Abortions Be Performed in Doctors' Offices?, No. 3, p. 4.

Perlman, H. H., Bk. Rev., The Social Worker in Family Planning, No. 3, p. 61.

Pomeroy, R. and Landman, L. C., Public Opinion Trends: Elective Abortion and Birth Control for Teenagers, No. 4, p. 44.

Potts, L., see Goldsmith, S.

Presser, H. B., Bk. Rev., Feminism and the Status of Women, No. 2, p. 59.

Presser, H. B. and Bumpass, L. L., The Acceptability of Contraceptive Sterilization among U.S. Couples: 1970, No. 4, p. 18.

Ricketts, S. A., see Furstenberg, F. F., Jr.

Rogers, W. C., Bk. Rev., Beating the Drum for Vasectomy, No. 4, p. 56.

Rosoff, J. I., Medicaid, Past and Future, No. 3, p. 26; also see Fisher, D. F.

Segal, S. J., Contraceptive Research: A Male Chauvinist Plot?, No. 3, p. 21.

Silver, M. A., Birth Control and the Private Physician, No. 2, p. 42.

Southam, A. L., Bk. Rev., Research in Reproduction, No. 3, p. 64.

Starnes, L., see Crist, T.

Taggart, R., Bk. Rev., An Unfortunate Anachronism, No. 4, p. 60.

Tovell, H. M. M., see Neubardt, S.

Treadwell, M., Is Abortion Black Genocide?, Com. & Con., No. 1, p. 4.

Udry, J. R., Clark, L. T. Chase, C. L. and Levy, M., Can Mass Media Advertising Increase Contraceptive Use?, No. 3, p. 37.

Weinberg, D., State Administration and Financing of Family Planning Services, No. 2, p. 32.

Westoff, C. F., The Modernization of U.S. Contraceptive Practice, No. 3, p. 9.

Wolman, D. see Lipson, G.

Wright, N. H., Bk. Rev., Paying for It, No. 3, p. 62.

Zalar, M., see Dauber, B.

Zelnik, M., see Kantner, J. F.